

layout for living

- is planning a pipe dream?
- publications for sale
- new cpac officers

**broadcast on planning:
cbc transcanada network
friday, november 12th**

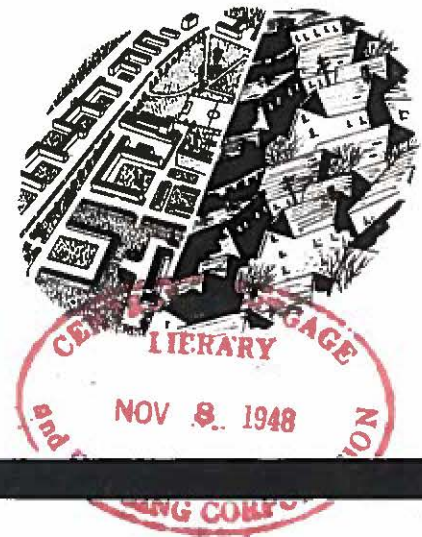
9.00 p.m. a.s.t.
8.00 p.m. e.s.t.
7.00 p.m. c.s.t.
9.30 p.m. m.s.t.
8.30 p.m. p.s.t.

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layout for living

no. 19, november 1948



is community planning a pipe dream?

Somebody suggested this as a good question for radio discussion; and we thought we might try our hand at it too. First, let's suppose the answer is Yes: community planning is equivalent to pipe dreaming. If we substitute Dreaming for Planning we get some interesting results:

The Governor-General opened an international conference of Dreamers at Toronto in 1914; and two years later the Borden government appointed a consultant Dreamer. Soon the Pipe Dreaming Institute of Canada was chartered, and publishing a quarterly Journal.

The Churchill government in Britain, in its darkest hours at the time of El Alamein, set up a Ministry of Works and Dreaming staffed by very able people; in the post-war austerity and man-power shortage they found it necessary to take special steps to train Dreamers, and to make three hundred million pounds sterling available for Dreaming activities.

The Canadian Parliament in the month of D-Day sat in the mid-summer heat debating a Bill introduced by Mr. Ilsley, which was drafted to encourage house-building in accordance with pipe dreams. A little earlier a company was set up in Toronto called Pipe Dreamers Limited; and the Ontario government subsequently gave letters patent to the Institute of Professional Pipe Dreamers. The Vancouver taxpayers have supported a Dreaming Engineer and his busy staff for twenty years, and those in Montreal vote annually over \$100,000 for the use of the City Dreaming Department. A large room in crowded Ottawa has since V-J Day been dedicated to the use of the National Capital Dreaming Service, in which the former Prime Minister takes a personal interest. Every Provincial government in Canada now administers a Pipe Dreaming Act, or maintains a paid staff of Pipe Dreaming officers.

The formula Planning Equals Dreaming could be applied to produce more results like these, but we'll not go on any longer. Already we've got a picture which, while almost conceivable in some parts, is highly improbable if taken as a whole. Then if community planning is not pipe dreaming, what on earth is it?

We might try a little eaves-dropping around this earth, noting how these busy people concerned with planning define the matter to each other. That should give us a good general idea. We might begin our tour anywhere, but let's begin on Parliament Hill.

continued on page two



Aerial view of central Ottawa from the northwest.
(Official RCAF Photo)

The time is 1943 (just as the troops under Montgomery are landing on the mainland of Italy). A small group of experts, including a very successful contractor, an authority on municipal affairs, financial advisers and others, are in their shirt sleeves in a Committee Room, putting the final touches to their advice to Parliament upon Canada's post-war housing needs. They agree without question on one paragraph of this 'Curtis' report:

The committee places in the forefront of all housing projects the matter of town and community planning. Town planning is essentially the matter of using land in its most efficient and socially desirable way . . . The institution of at least the essentials of town planning is both preliminary and basic to housing developments.

In less than a year another step is taken on this advice with the passage of the National Housing Act. Then the Provincial Premiers assemble in the House of Commons at Ottawa to try to work out their respective functions with the Federal leaders. They are confronted with manifold proposals, which include this:

The reason for the emphasis upon adequate community planning will be clear. Only if there is assurance of a continuing satisfactory environment (for housing) is it possible to grant financing for high proportions of value at low interest rates over long periods of years . . . In particular the Dominion is prepared to support in principle the establishment of . . . some . . . body for the co-ordination of planning and action in this field on a continuing basis . . . The Dominion Government is prepared to discuss . . . how it may best assist in educational programs designed to provide trained personnel in the housing and community planning fields . . .

Another year passes, and at the suggestion of a small group of architects, engineers and others, a meeting to further this idea has been arranged in the Chateau Laurier at Ottawa. Present are spokesmen for the building professions, and for the construction industry, social welfare groups, trade unions, veterans' organizations, municipal governments; at the head of the green baize table are the fulltime planning officers of most of the Provincial govern-

ments. We hear this group being addressed by the Minister of Munitions and Supply (himself a successful engineer):

We are familiar with the techniques for developing our resources of forest, field and mine. We begin with surveys and analyses to find out the best ways of using the wealth we are given. The same is true when we come to the development of the resources embodied in our communities. The first need is for accurate topographic and population surveys, to find out what we have; then we need fully studied and understood principles by which to proceed from the existing condition to the one that is wanted . . . The most efficient employment of our people and our resources is increasingly dependent on the efficiency and amenities of the communities where we live, and the routes connecting those communities . . . The layout of these surfaces, pipes and wires out-of-doors has a bearing on the overall efficiency of our industry and housing, just as surely as good design of their counter-parts indoors affects efficiency . . . To maintain employment levels, as well as to provide for the healthy rebuilding of the places where we live, we must have carefully prepared community plans. Also we must have competent personnel and clear-cut legislation at local levels to give our community plans adequate and continuing effect . . . I am confident that Canada will measure up to this situation as worthily as she has met and surmounted challenging situations in the past.

The same problems confront the British people; and on May 20, 1947 the Parliament at Westminster is putting a law on the books that is meant to embody the previous half-century's experience in managing the use of land in and around sprawling industrial towns. In the House of Commons a middle-aged lawyer with a trace of Cockney in his voice is speaking from the Treasury Bench. He speaks with genuine conviction of the difficulties to be overcome in building a decent environment, because he has long been charged with the direction of the housing activities of one of the world's largest land-lords: the London County Council.

Now he is introducing an important Bill on Town and Country planning; a basic idea in this Bill was developed by Birmingham industrialists while their plants were still arming 'the Few' against Hitler. In speaking to the Bill the Minister gives us another definition of his subject:

. . . Town and country planning is not merely the preservation of amenities in our towns and countryside, important as that is . . . The new conception, the wider view of planning, is that planning is concerned to secure that our limited land resources are used to the best advantage of the nation as a whole, and it provides for the often conflicting claims upon any particular piece of land. Planning must ensure that economic, industrial and social needs are met in the most efficient manner . . . Town and country planning must also recognize that some uses of land which are necessary for the welfare of the community will not be carried out at all, unless the community undertakes the task . . .

(On another occasion) What we want to bring about is the enrichment of human life by a wide range of contacts between individuals and between families, as wide a range as we can possibly secure. That, I think, is the real purpose of all community planning . . .

We have seen already that town planning is discussed by people who are not only very able, but also very practical: builders, engineers, financial experts, lawyers, Ministers of the Crown.

Let's drop in on a meeting of some of the most 'hard-headed' businessmen one could find; the scene is Washington, the date September 11, 1947. The President of the United States Chamber of Commerce is discussing community planning with a Conference of Businessmen called together by the Chamber:

The aggregate value of property in cities of 30,000 and over . . . reaches the impressive total of 93 billion dollars. Here is a tangible measure of the stake that businessmen and the public have in urban development values . . . The very rapidity of our urban growth, however, has given some people a feeling of doubt about our capacity to grapple successfully with our current urban problems . . . If that is so, the cure does not lie in despair of our ability for constructive and timely action. Rather we must accept the fact that, as communities, we must vigorously tackle the job of catching up with our own progressive activities as individuals. That is a challenging situation in which to be . . .

Now we may return to our starting point in Ottawa, having overheard planning being described by leaders in London and Washington in recent years. Once more we spy upon a group of businessmen, finishing a private luncheon in a hotel room. The man who invited them to lunch deals in floor finishes; next to him is the President of a paper company; nearby is the Manager of a large lithographing plant. The chief guest is on the Board of Directors of a large British radio manufacturing concern; as he talks it becomes evident that he is not in America to discuss radios (although he will have occasion to speak to national radio audiences, and to nationally representative groups in a score of cities from Montreal to Los Angeles to New York). No, he has come to this continent as Chairman of a voluntary society of citizens, the Town and Country Planning Association of London, to talk about planning. And this is what he says:

Planning in itself is not a decent aim. No freedom-loving person wants to be planned. Men who want to plan others just for the sake of it ought to be transported to some remote island, to plan each other. If we plan, it must be because we want something which other people will join us in wanting—and because we are satisfied ourselves and can convince others that planning is the only way to get it . . . This is not a sentimentalist's or starry idealist's program. It is considered to be essential for maximum industrial and trading efficiency as well as for restoring good housing conditions for all classes and better social groupings of the people . . . We are not under any illusion that it can be done in a minute. No great city can be, in a lifetime or in many life-

times, completely re-arranged . . . But our philosophy is that, to the extent of our building, we had far better be moving in the right direction rather than in a wrong direction . . .

In a democracy the public will never give anybody powers simply to plan or control anything, and leave it to them what use they make of these powers. There is no popular appeal in planning in the abstract, or in planning as a thing in itself. The appeal is only in some popular purpose, or group of popular purposes, that planning alone could bring about . . . Not only must there be aims which go right home to the citizen, and engage his support or elicit his passionate demands; but at every stage of planning the working out of the aims will also need citizen guidance, citizen instruction, citizen inspiration. It is not a job that can ever be left wholly to elected people or experts . . . I am sure there is a value in the exchange of experience on these vital issues, which affect the lives of all people in all countries far more than any of us have yet realized.

The Definitions of Planning Add Up:

Well, there we have half a dozen descriptions of what planning means. If we roll them together, we find that it means the public management of the uses to which land is to be put. We learn that it is basic to good housing; each family depends for much of its welfare upon easy access to joint services and social contacts, and upon community protection from common hazards. Public management of land use is likewise essential to efficient trade and industry, which needs unimpeded movement of workers, goods, and wastes. We see only too clearly what happens when no-one looks after the conscious design of the landscape, and the ever-changing spatial arrangement of the many activities that take place within it. We hear ardent advocates of private endeavour saying that we can only discharge this particular responsibility as communities.* And we are warned that no community will be able to carry out the task until the citizenry have given some thought to the kind of physical framework they need and want, are ready to express those needs and wants with clarity, and have come to recognize continuing public management of land use as the only known method to secure the environment passionately desired.

Is Planning Nothing but Talk Then?

Of course that's what they had in mind when they thought of calling a broadcast "Is Community Planning a Pipe Dream?" They knew there had been all these reports, conferences, proposals, speeches, tours and debates. But they went out to the suburbs, and the long ranges of boxes being built for Canadian families this year looked much like those ranges built in the next block last year, or even twenty years ago. All the words seemed wasted.

Yet community planning never pretended to be a quick and easy method. Remember that most of the

*The *Economist* (London) said in August 1948: "The Committee on the Qualifications of Planners . . . will have its work cut out. In no field, outside perhaps that of money and credit, is the case for collective modification of the results brought about by free enterprise stronger than in this."

houses going up even in 1948 are being put on house-lots along streets, and connected to pipes and wires that were laid out long ago. Even on new ground, they are being laid out in many cases by rules-of-thumb learned long ago. These practices change slowly but the very fact that there is so much talk about them is the surest sign that they will change. That's one way to spot a democracy. (What pattern should be followed in 1950-51-52?)

What successful action is carried out without many words? Some think military action is; those who had anything to do with signals establishments or munitions plant management in the recent war will know better. One of the most effective controls the German invader exercised over resistance movements was to keep a tight hold on paper—for without it the resistance leaders were mute, isolated, feeble individuals. So the abundance of verbiage and paper should encourage us, so long as there is some action following it. And in planning there is.

What Planning Is Afoot In Canada?

For planning in this country is not merely a matter of some small coterie of experts speculating in a back room. Planning is a continuously applied method of conducting the use of land so as to enrich the lives of the people who live on it. The difficult thing is to define at each point in time the particular action which will gain general recognition as tending to enrich life, and is concrete enough to be attainable through the planning method. In other words, planning will be adopted, not for its own sake, but only in pursuit of aims publicly seen to be highly desirable.

In Canadian law, the ways in which land is used can be modified only by the Provincial legislatures, or by municipal councils acting within authority given them by Provincial statutes. We should realize, before we dismiss planning as quite futile, that our legislatures have for years been defining and redefining the public interests involved in the way land is used: the results are embodied in the municipal charters and codes, and (in all Provinces but one) in Town Planning Acts. These laws usually enable municipal councils or regional councils to make detailed provisions for the use of land in their areas, so long as the local schemes of land-use are aimed to secure the public purposes carefully spelled out in the Acts. Any planning scheme that tries to serve purposes other than those specified is quite properly doomed to be stopped short as unwarranted interference with private rights—or, more likely, to be filed away and forgotten because it is not legally feasible. Generally speaking, however, in our Parliamentary democracy, once we all see a public need that can be met only by the planning method, it does not take long to amend the Planning Acts so that land-use can be publicly managed to meet this need. (For instance, public acquisition of land for house-building was added to the public purposes in the new Ontario Planning Act.)

If our legislature permits the municipal council to have a say in the use-pattern of the land the community is built on, the local council in its turn must manage the business so as to minimize unfairness to individuals.

The Provincial Planning Act lays down the fair steps to be followed, *provided the local government wants to make local land-use a local public affair*. How many local governments in Canada do want to? (Here we have another measure of how seriously Canadians really take this business of a richer life through the community planning method). Well, it turns out that if you live in an incorporated municipality, the chances are about five to one that your municipal council has already taken some steps to secure advice, set up a planning committee, or otherwise to take a hand on behalf of the community in the gradual sorting of its parts and shaping of its looks. Almost all the cities over 30,000 have taken such steps, as well as the majority of middle-sized towns in this country.

Here is a factor in your personal future that you may scarcely have been aware of—and this is the month to look further into it with any fellow-townsmen who are interested. What are the terms of the Provincial planning act, and who are the Provincial civil servants who can tell you about it? Has your community taken steps under the Act on your behalf? Has it set up an advisory Planning Board or permanent Planning Department? Who are its members and officers? When and where do they meet? Are their meetings ever open for your group to attend? What part of your town—present and future—are they studying? Why not go down and find out what conclusions they are coming to? Better still, why not study your town along with them, and take along suggestions that may make your town more like the place it could be, and the place you want it to become?

So community planning is not just appealing talk and pretty pictures; already, and for some years, it has been recognized officially in Canada as the reasonable way to 'provide for the often conflicting claims upon any piece of land' and to some extent to help the local government itself to establish 'uses which are necessary for the welfare of the community, but will not be carried out at all, unless the community undertakes the task'. What has come of this official adoption of community planning? After all, the proof of the pudding should be showing somewhere; and it is.

Again, we may begin with the national capital. We've all seen it, if not in the flesh then in the news-reels. There is the imposing space in front of the Parliament Buildings, which are built on the highest bluff over the River. There are the wide and well-planted Driveways along the waterside, which visiting dignitaries in their touring cars seem to enjoy so much. How did these spaces come to be? What is it that so impresses visitors, and proves so convenient to local taxi-drivers? The central areas were clusters of business premises even before Ottawa became the capital; and the river-banks and outer districts were then as likely to be converted for private gain (and community loss) as any similar areas anywhere. It is not by accident that they have been given over to uses that benefit not only Ottawa as a whole, but indeed all Canada; this has been done by *planning*, by deliberate and decisive actions taken over almost two generations. Of course

the same kind of job will still need doing so long as there is any national capital; it was begun by the Ottawa Improvement Commission; is continued by the Federal District Commission, with technical advice by the National Capital Planning Service. The method is proving itself to our national leaders. (See photo p. 2)

It is proving itself elsewhere, too. Montreal's City Council is insistent that upon receiving proposals that will alter the physical framework of the metropolis it shall also receive the advice of its well-equipped Planning Department, already referred to. Toronto is now embarking with Provincial and Federal financial aid on the building of low-rental housing; the housing site was selected five years ago on the advice of the City Planning Board, who called this bit of slum Redevelopment Area Number One. A recent report of the Town Planning Commission of Vancouver shows an impressive list of its recommendations fulfilled, even during twenty years of depression and war. Two recent studies by the metropolitan planning office of greater Winnipeg showed: (a) how it was possible to *save each veteran's family \$1400* by a re-design of the streets being laid out for a housing project; (b) how it could be seen from a study of the future child-population of each district that one of the new schools then being proposed would not for long justify itself in use. Similar cases could be cited from the planning achievements of other Canadian cities. It is plainly untrue to say nothing is being accomplished.

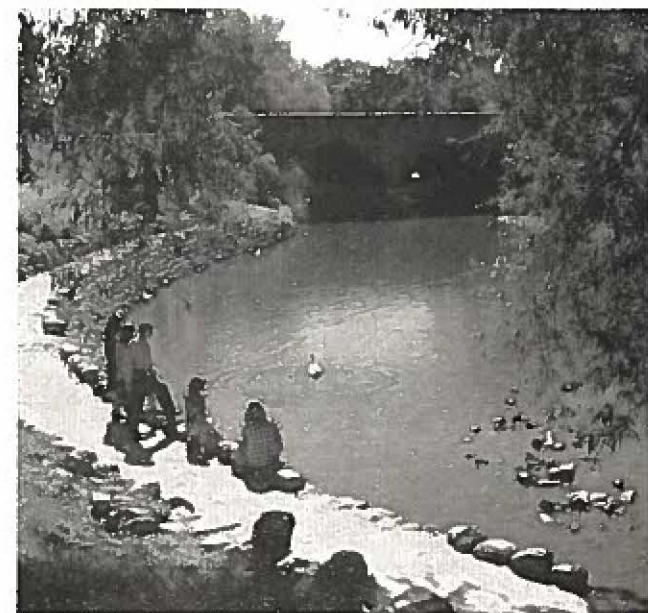
It may be objected, though, that all this is for the big cities. The point would be serious if true, for a larger number of Canadians live in towns of less than 100,000 than live in the major cities; and the smaller centres often change more quickly. But collective forethought about the desirable patterns of land use has borne fruit in Canadian places of modest size too. Lethbridge might be mentioned, or Oak Bay, B.C., or several of the new mining and pulp-mill towns built along the northern frontiers of settlement. Let's look more closely at a Canadian town of 18,000 where the planning method has found application for nearly thirty years; we are thinking of Stratford, Ontario.

Stratford lies at the point where the historic settlement trail, the Huron Road, crosses a small stream in the heart of southern Ontario. It is surrounded by fertile land on which is produced good milk, meat and cheese. It became the site of a number of knitting and furniture factories, and a repair centre for one of the national railways. (Its 3600 citizens induced the railway to come through ninety years ago, by subscribing thousands of dollars in bonds). It is a busy, prosperous place; yet it is a very pleasant place: from the windows of the City Hall in the very centre of the built-up area you can every year look out and see swans guarding their young on their nests. Alongside the civic buildings is a lovingly cultivated floral park, and from it, in either direction, you can walk out through a city-owned park and recreation belt to the open countryside, east or west of the city. Now these pleasures do not make Stratford inefficient—many newly-arrived plant managers will tell you that this town is a handy place for their work. Nor do the parks cost a great deal—for Stratford's civic purse, while comfortably full, has never overflowed and was at times half-empty. Nor, having been created, have the parks been saved without a struggle from assault for other uses. Their creation, their financing, their protection from other claims make up a little object lesson in consistent and intelligent planning.

The present continuous park-belt was acquired because the city hall was awake throughout nearly fifty years to opportunities: bit by bit the open space was made out of properties from various sources—the site of a mill gutted by fire, a vacant lot surrendered for back taxes, a property sold to close an estate, and so on. This happened largely because of the vision of successive municipal parks officials—but not entirely.

About thirty years ago, a second railway company sought a right-of-way through Stratford. They seemed likely to obtain the necessary majority in a local referendum; but not long before the vote was taken a strong popular opposition to the scheme arose. It centred around a map reproduced in the local paper: that map showed that the new line was proposed to run along the river-valley, from end to end of the open park space so carefully accumulated by the municipal council. Had the park-belt been regarded merely as "City Hall property" it would certainly have been jettisoned in favour of the additional rail service proffered. But the citizens of Stratford showed unmistakably that they regarded this open space system as their own, and refused to trade it in for a railway. Here was a clear-cut case of a public decision on a major question of land use. (Such decisions have not always been so far-sighted; the citizens of Ottawa were given a chance a few years later to buy at a bargain price the cross-town tracks that blight and bisect the city—and by a very narrow margin they turned down the offer, and live to regret it.)

Stratford has other things besides its parks to prove the value of land-use planning. The City took advantage during the 1930's of the surrender for taxes of many small vacant lots; the City now owns large tracts of vacant land totalling two-thirds of the undeveloped area within the city limits. The built-up area is contained inside this city-owned ring of vacant land. Because of this fact, the City Engineer, Bill Riehl, is able to instal water and sewage services economically and logically—instead of having to extend extravagant mains and branches spasmodically past unused land in order to serve some new project whose owner wants both isolation and service connections. The Engineer and Tom Orr, the Parks Commissioner, have co-operated to build, in part of the city-owned open belt, a municipal golf-course. The two



A quiet village?—no, the heart of a hustling Canadian industrial city. A bit that escaped settlement?—no, the oldest part of town, where the earliest road cut through the woods and across the river 120 years ago. (The photo is taken in Stratford looking west toward the Huron St. bridge; see map on page 6.) An isolated open space then?—no, a link in the park system that extends along both sides of the stream from its entry into the built-up area right through to where it re-enters the open countryside. Expensive?—no, almost dirt-cheap. The result of dreaming?—yes, but dreaming acted upon knowingly over the years, i.e., consistent, continuing community planning. (NFB Photo)

officials also co-operate on materials: broken blocks from concrete walks are built into the parks' retaining walls, instead of being thrown away.

When the post-war industrial building boom appeared, Stratford decided its building craftsmen could be more effectively employed in larger crews; so the city went ahead and built on its own land its own one-storey light industry space, ready for occupancy by private firms. The firms were glad to be spared the head-aches involved in putting up their own small buildings—and many new industries have been attracted to Stratford by the fact that publicly-owned factory space is available without long delays.

To study its post-war employment problems Stratford some years ago set up a Development Council under the able chairmanship of Donald Strudley. The Council soon saw physical planning—a layout chart for houses, parks, factories, schools, hospitals, public works and traffic routes—as the city's first need. Technical advice was secured from Toronto and from London, Ontario; the co-operation of adjoining municipalities was enlisted, and now the Stratford Planning Area is being developed under the terms of the Ontario Planning and Development Act.

We have looked at Stratford because its planning experience reveals several points:

- A good deal can be done within the present powers of municipalities to achieve sound land-use programming and direction;
- It can only be done by sustained year-to-year application of those powers—which means by permanent, competent municipal officials who see their individual jobs as parts of a single community task;

- No matter how faithful the officials, their work is likely to be wasted unless the general public grasps its value, and encourages its continuation;
- On occasion outside technical advice may be desirable;
- The development problems of the city fit into the problems of the district of which it is a part—and in tackling them advantage should be taken of every power conferred for the purpose of Provincial law, especially the powers to deal in super-municipal units.

The usefulness of these lessons is not limited to cities and towns. If there were space for it, a much more telling account might be given of Canadian physical planning achievement in a purely agricultural area; we hope to devote a future issue to the attainments under the Prairie Farm Rehabilitation Act. In the meantime we shall only record the impression of a highly trained observer who told a Canadian audience that after a few months here he thought we were too modest about the planning we've done; he mentioned especially P.F.R.A. as being in some respects more successful than the well known endeavours of the Tennessee Valley Authority. The interested reader is also advised to seek out information on the efforts of the various River Valley Authorities recently set up in Ontario, under the Planning and Development Act.

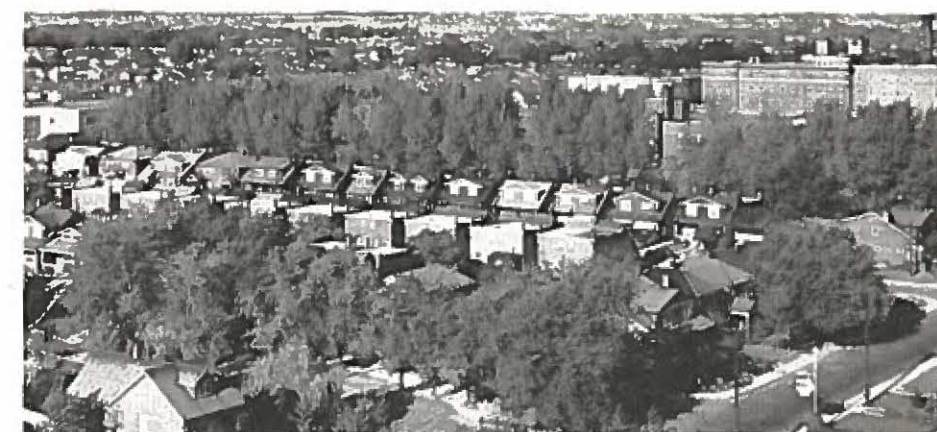
Then is Everything Hunky-Dory?

The fellow who dreamed up our title, and the fellow just back from a stroll around a newly built suburb, are obviously both of the opinion that there is still much to be done, before we can claim in Canada to be using our building resources to produce an environment such as most of us would be proud of. What should be done? How soon should we get it done? These are the questions that Canadian citizens and the Community Planning Association of Canada can discuss with profit.

First, as to the urgency of the matter: the loss involved in every year's delay in improving our modes of land use management was well illustrated in a recent address before the Ontario Municipal Association. The speaker pointed to the record rate at which urban uses are spreading over new land, whether we plan them or not. He was no idle dreamer, but David Mansur, the head of Central Mortgage and Housing Corporation; and to illustrate the rate of spread he gave some figures based on the increase of residential acreage now taking place in Canada communities. He said that in the past nine years, of which six were war years, some 530,000 dwellings were built in Canada; and there were many signs that in the next ten years the additional total number built would reach 750,000 units. This means (since the total dwellings in use now number just over 3 million units in Canada) that it is very easy to get an idea how much land around almost any community in Canada will be built upon by 1957. All you need do

is to walk in a line passing from the southern outskirts through the centre of town and on to the northern outskirts; then take a similar walk from the eastern outskirts through the centre and out to the western outskirts. Now, the new areas almost sure to be built up by 1957 will be about equal to one of the quarters of your town marked off by your walks: it will be about equal to the amount of townscape that extended on your left hand both approaching the centre on your south-north walk, and on leaving the centre on your east-west walk. That big chunk of town isn't going to be well built by accident or happenstance—but only by forethought and planning. As the speaker said: "We find a lack of interest in where the housing of the next ten years is to go. The old gridiron pattern continues, although attractive residential layouts cut down the cost of installation of services."

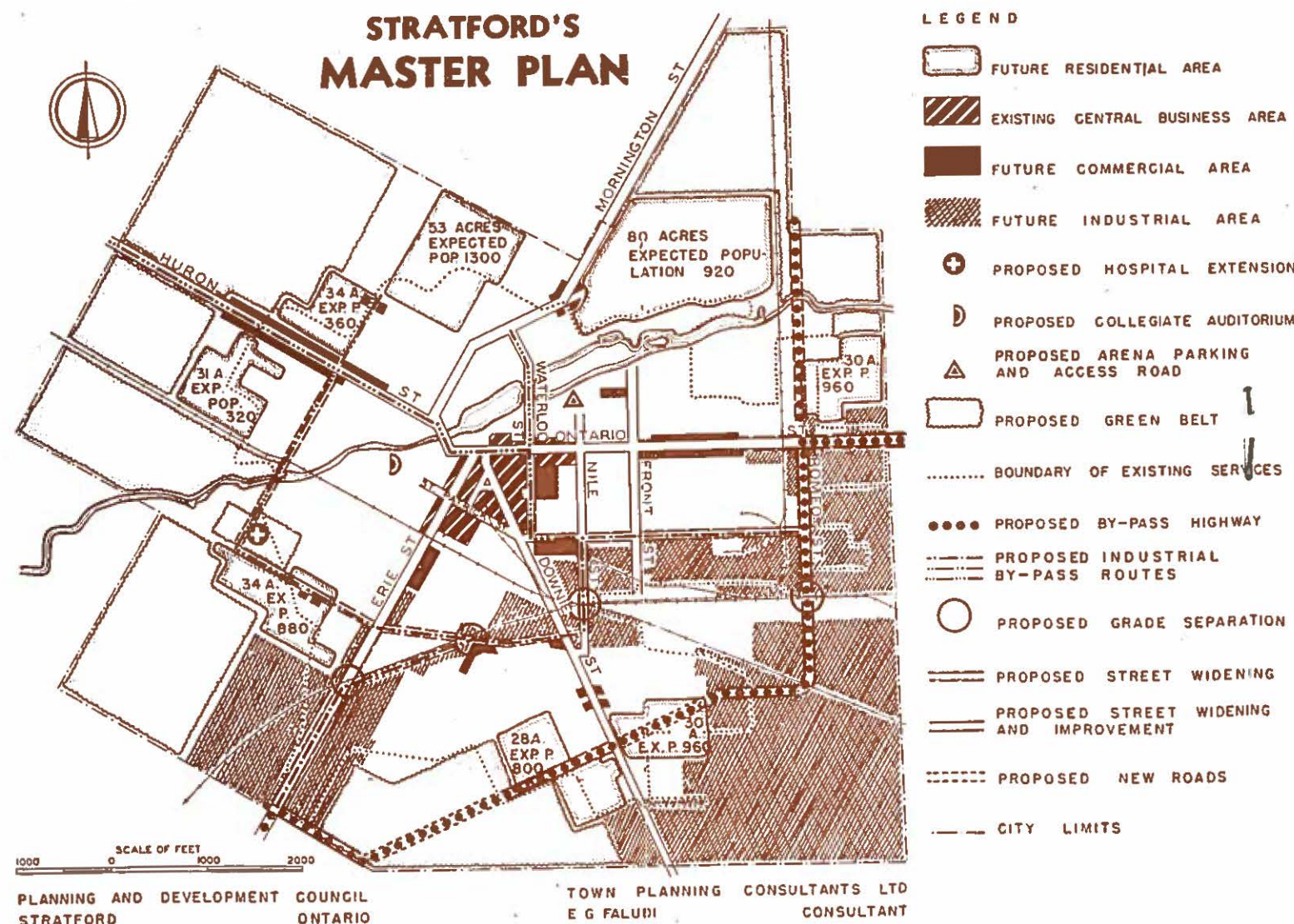
Every additional hundred urban families housed calls for the prior planning of another 25 to 30 acres of urban land, for the installation of a mile of pipes and pavements, and for the building of a school classroom. To house the 90,000 families added to our numbers in 1948 by marriage and immigration thus means urbanizing scores of square miles of Canadian soil, installing thousands of dollars worth of services, and building hun-

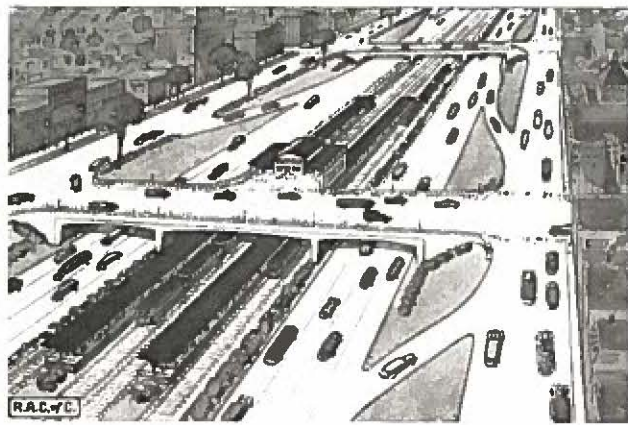


The rate of spread of Canadian townscape: the upper photo was taken in 1932 on the eastern fringe of Toronto; the lower was taken from the same point 15 years later, in 1947. Not only has open ground been covered with rows of houses, but trees have grown up around the school yard (right middle-ground). Trees have been removed for a gas station (lower right corner). The hospital beyond the school has been greatly enlarged; a local government building has been added facing the school grounds (left middle-ground). (Globe & Mail Photos)

dreds of classrooms to begin with. The people are anxious to mould the resources of Canada to needs like these. As Mr. Mansur concluded: "Housing must be related to all these problems. It is to be remembered that the present rate of growth, and the expected growth over the next ten years, is too rapid to fit traditional treatment which was satisfactory prior to the war."

So the matter is urgent. And while the housing need is dramatic enough, even those doing most to meet it claim that it cannot be dealt with in isolation from other needs. Here we come to an essential principle of sound community planning. It is essential to deal with all the uses to which the community wants land put, to leave none of them out of our calculations. A few examples will show this: New York, like all big cities, has made vast and repeated outlays to try to cope with Traffic as a separate problem; what has resulted? Every new speedway encouraged thousands more vehicles to enter the city, and made parking impossible. Earlier, a subsidized subway system encouraged the entry of millions of new commuters, and thus the erection of enormously tall shops and offices. It might be said that public authorities, by facilitating mass-movement, were really subsidizing the vehicle industries and the ground





A metropolitan speedway proposed for Montreal by the Royal Automobile Club of Canada. Such a torrent of traffic will have consequences: increased land values and higher densities of people around it, difficult problems in design of access roads to and from it, vast areas required to park all the vehicles it will bring into the central area. Such a speedway may prove a barrier between places formerly closely linked in use. Traffic is nonsense unless geared to the other activities of the city.

landlords of central New York. Arithmetic showed this to be inevitable; but there was nobody authorized to do anything about it, i.e. no proper New York City Planning Department. Instead of some precautions that might have been (publicly) fairly painless, the solution is now bound to be (privately and publicly) very painful. *Fortune* magazine says that one truck driver they checked on spent his eight-hour day driving four miles in Manhattan. The *Architectural Forum* points out that "Strenuous efforts in 'traffic engineering' have . . . clogged midtown traffic to a point where it is possible to walk the width of the island of Manhattan in about the same time it takes to drive this three-mile distance. Further 'traffic improvements' . . . may eventually succeed in slowing Manhattan traffic to a dead halt." Meanwhile the space free for the movement of pedestrians—who in New York as in every Canadian city are still the majority of street users—diminishes steadily, till they are expected to confine themselves to a few tiny islands in what were once public streets. And finally the shops and theatres and banks are finding it necessary to re-build at costs of additional millions of dollars (i.e. materials and labour) out in the suburbs where the 'New Yorkers' can get at them. Few Canadian cities face any problem in such intensity as New York does. But how many can truthfully say we are not steadily moving towards New York's kind of headaches?

Or take a rural case. We know a very handsome four-lane highway, well designed and built for fast inter-city movement. The builders, instead of considering all the adjoining land uses in consultation with those responsible for them, decided on an isolated form of regulation of the strips alongside their new road: they forbade the construction of advertising bill-boards. What happened? So insistent was the urge for industries to display themselves before the motoring public, that instead of building signs at the edge of farms along the highway, they bought the farms and built large factories upon which their names could be writ large without

hindrance. What does this mean to the adjoining community? It means that they get an industrial instead of a rural landscape; this is no mere matter of sentiment: the local people have lost a rich local supply of fresh fruits and vegetables for all eternity. They must buy, instead of foods formerly grown at their very doors, out-of-season produce from far greater distances—and in this case they often pay hard U.S. dollars to fill their salad-bowls. An innocent-looking highway ordinance is a major cause. The conduct of land use must be comprehensive.

We do not mean to castigate any agency, private or public, for doing its own job enthusiastically and aggressively. Such spirit is the marvel in North America. All we're saying is that the look of our cities can now be seen to resemble the lively sounds made by a large orchestra before the conductor appears. At this stage the efficiency of the group for its purpose is distinctly *potential*. The task is, without bridding the constructive individuality of any member, so to direct the combined energies of our human industrial settlements as to produce sane, orderly, healthy, harmonious communities *in actuality*. This plainly calls for study and vision—not only by the leader but by every member of the group.

Animals can build efficiently but unlike men they cannot visualize in advance what they will produce. Cities and towns as we now see them have largely been built without anyone pre-conceiving many buildings at a time. It is hardly surprising that the over-all results—complex and miraculous as our cities are—are almost subhuman. It is likewise reasonable that, over the centuries, human 'civilization' should be taken to mean the building of fine cities.

What's to Stop Us?

Let's assume that Canadian town-dwellers (i.e. the majority of Canadians) agree: that Something Must be Done to ensure that in all our present building we shall be moving in the right direction, not a wrong one. How shall we go about it? First of all we should realize that while the problems of land use were being neglected they got much more complicated. The resulting snarls are comparable with the sort of things an army of kittens might do with a shipload of yarn: to unravel all the tangles is too much for an individual—the job must be organized. Experts will be needed on the habits of kittens and on the behaviour of wool. If no such experts are on hand, then young people will be justified in spending precious years studying the tangle, and experimenting with it till they become as expert as possible.

Right here we encounter an obstacle to planning in Canada. Many conscientious people have spent their time at the subject—but the fact remains that if a young Canadian sets out in 1948 to equip himself (or herself) for planning work, there simply is *no centre* in this country expressly devoted to providing the professional equipment needed. And properly equipped people in other countries are—in relation to the planning tasks abroad—about as plentiful as the proverbial hen's

teeth. (As in other fields, some of the valuable practitioners abroad turn out to have been Canadians . . .) Professional training facilities for planning work are needed in this country.

An added difficulty in modern land use management—as distinct from that of two or twenty centuries ago—is that the kinds of space society needs are rapidly changing. Where the forms of public and private buildings and yards used to change only by centuries, now they change by months. (Think of Willow Run, the Winnipeg Auditorium, Chalk River). Therefore the tendency is away from fixed dimensions on paper plans—such as Louis XIV might have imposed (and indeed much surviving planning law implies). Rather the planning on paper is now directed to greater flexibility: constant re-examination of trends and tendencies, diagrammatic indication of changing needs for space in which to raise families, to work, to have leisure, to move about. We should perhaps look into the set-up of our municipal and regional planning agencies, seeing if they are free to do their work the way the times demand it should be done.

Final Hurdles: Finances

But everybody knows that the real obstacle to community planning is the cost. Or is it? Let's have another look at these costs:

- (a) We've already seen that you may have a planning staff in your town hall for something like a dime a year (that is, for about the cost of this leaflet).
- (b) We've seen that a planning staff can often earn its expenses by forestalling unnecessary buildings expenditures that are put forward without full study.
- (c) We know that something like ten billion dollars (\$1,000 per person) will be spent publicly and privately in Canada within a few years on physical developments: dwellings, work-places, shops, highways, and all other things that land use maps show. But we don't know what the over-all result will look like, or how it will work, even in our own neighbourhood! Each of us feeds into this unpredictable Juggernaut of building our thousand dollars. Is it not worth 1¢ on the \$ to make him behave in civilized fashion? Or have we abandoned the hope that the work of many human hands can still be human?
- (d) We have ringing in our ears the wartime assurance that "what is physically possible is financially possible." Then the statement seemed true indeed. Did it stop being true on May 9 or August 12, 1945? Why?
- (e) Our cities and towns are the seats of the greater part of our wealth, the scenes of enormous additions to the dollar value of our production. Yet we are told that municipal finances are too frail for planning to be undertaken. Is the patient too ill to attempt a cure? Or did our grandfathers get

from the constitutional drug-store too weak a dose of local revenue to treat the aggravated case on our hands?

- (f) Does part of our difficulty arise from a wish to be 'city slickers' when the roads and schools and sewers are being laid out—but 'rugged rurals' when the consequent tax-bills start coming in? How significant are our municipal boundaries in marking off wage-earners from soil-tillers? How adequately can officers tethered to present municipal limits ever cope with the needs of people who drive twenty miles to their jobs—and as much again to their games, dinners, dances?

Many more such questions might be asked. But broadly speaking, the public conduct of land use proceeds by two methods: either the community recovers the ownership of lands and pays the private owners, or the community passes by-laws saying to what uses private owners may in future put their lands. In Canada, the public buying of land can be done fairly quickly—and the price can often be settled fairly—once the community establishes a clear legal claim to the use of the land. As we've seen, the laws defining public land uses are frequently altered—generally to add to the public list.

The public direction of private uses allowed is commonly called Zoning; it can lead to all sorts of mischief if imposed before its full effects have been thought out. And of course the public authority that caused the mischief is properly expected to pay compensation to the private owners who may have suffered from it.

Here we encounter one of the most serious of all hurdles to planning. For it is almost impossible to judge fairly what a private owner has suffered, by being publicly prevented from doing something that he was *by no means certain of being able to do in any case*. Usually, with our tradition of legal protections to the individual against the State, it turns out that the *totals* of compensation awarded to all the private owners affected by expropriation or zoning in any community are far greater than the possible totals they could have realized from their properties had planning action *not* been taken. This result naturally discourages impecunious municipalities from trying too much planning.

This dilemma has received much study in Britain (notably by the Uthwatt Committee, 1941-42). The conclusion arrived at was that, within a British system of law, there could be no effective community planning unless the speculative values based on hoped-for land uses could be brought within reason. This idea gained acceptance in principle while the war still raged; it was incorporated in the new British Planning Act. Broadly speaking, the hope is that from July 1st, 1948, planning activity in Britain will no longer be hampered because unrealistic values are put on affected lands by their private owners. We can only wait to see how the idea works in Britain. Meanwhile there is much planning to do here at home.

Who Are the Pipe Dreamers?

There is a lesson for us, however, in the planning experience gained in the British Isles and elsewhere. For a moment's reflection shows why they *must* plan the use of their land: they have so precious little of it. The very survival of the European and Asiatic communities, even at the living standards of 1948, depends upon the careful husbanding of every useful acre. This is recognized by their leaders, from the most democratic to the least of them. Everybody now can see that the use of Europe's land is interdependent with the use of that in the rest of the world. Because of growing populations and mounting wastage of resources, mankind is coming within sight of possible land starvation.

Among the reasons why European leaders insist upon public management of land, is the realization that—for all of T.V.A. and P.F.R.A.—in another generation or so North Americans will no longer have food to spare for others. A half-section of our irreplaceable wheatland still drifts each minute of the day or night into the Gulf of Mexico; while other precious tons of topsoil pass forever through the Gulf of St. Lawrence and the Strait of Georgia. We see even worse wastage of human resources no further than the nearest slum; we see their reflection in the steadily diminishing estimates of Canada's possible outputs of food and fibre, of timber and metal: indeed of her potential population.

Community planning, seen in this perspective, is a realistic attempt to deal with a situation that faces the human race as a whole. It is realistic in the same sense as is the United Nations organization—with its specialized agencies, be it noted, for Food and Agriculture, World Health, Refugees, Economic Reconstruction, Human Rights, and the uncluttering of men's minds. The *unrealistic* citizen is he who supposes that (while the world's people double in numbers each century and the world's arable land shrinks) it will somehow be possible for us, without publicly managing our land use, to fend off (if only in our blessed corner) the coming deprivation, depredation and destruction. These are the stark facts of life in the twentieth century, for Dutchmen, Swiss, Poles, Britishers and North Americans. To fail to see them is to indulge in pipe dreaming indeed. To deal with these stark facts constructively calls for citizenship of the highest order—and must before long require continuing public management of the use of land for the sake of man.

NOTE: This article is presented as a supplement to the CBC *Citizens' Forum* on the same topic, which may be heard across Canada (at times given on our back page) on Friday, November 12th. The broadcast will originate in Vancouver, and CPAC Members are expected to participate in it. This article complements the west coast data to be aired, by giving more attention to the situation in central Canada. But most of the problems outlined will be found all across the country. A few back issues of LAYOUT FOR LIVING can be supplied by CPAC, as this one is, to listening groups:

- Planning Residential Areas.....Nos. 2, 7, 10, 11, 14, 15 and 17
- The National Capital.....Nos. 6, 12 and 16
- Planning for Vancouver.....No. 17
- Planning in Winnipeg.....Nos. 14 and 17
- British Planning Law.....Nos. 6 and 16
- Deep River (Atomic Workers' New Town).....No. 13

publications for distribution

The national office of CPAC is expanding the information service available to Branches of the Association and to other groups interested in planning. We now publish and distribute from Ottawa ten bulletins yearly in each language: LAYOUT FOR LIVING appears on the 5th, and URBANISME appears on the 20th of each month from January to June and from September to December. In addition, the national office has a limited supply of the planning publications of other agencies, available to Members at cost.

Community Planning is Common Sense
A readable forty-page introduction to (a) the problems of urban-industrial community development; (b) the surveys and policies evolving to meet these problems; (c) the part to be played by local voluntary groups of citizens. Describes various types of local organization, and lists publications, films and filmstrips dealing with planning and now available in Canada. Published 1948 by Community Planning Association of Canada. (25 cents)

Community Planning in Canada
A plan album from over twenty Canadian communities, ranging from a million to two thousand persons. Illustrations largely from the *Journal* of the Royal Architectural Institute of Canada. (In preparation: 25 cents)

What is Government Doing About Housing?
Published 1948 by the Community Planning Association of Canada; reviews recent Canadian housing legislation. (10 cents)

Town and Country Planning—a Reader's Guide
compiled by F. J. Osborn and published in 1947 by Cambridge University Press for the National Book League. (25 cents)

Community Planning in the Reconstruction Period
Texts of addresses by the Right Honorable C. D. Howe and Major General H. A. Young to the 1946 Conference at which the Community Planning Association of Canada was conceived. Mimeographed. (Free)

Community Planning: suggestions for Canadian communities
by John Bland. Published in 1947 by the Canadian Chamber of Commerce, Montreal. Reviewed in LAYOUT FOR LIVING No. 11 (January 1948) (Price to Members: \$1.25)

Housing Progress Abroad (December 1947)
Published by Central Mortgage and Housing Corporation; describes planning legislation and achievements in Britain and U.S. (Free)

Planning Canada's Capital
Written by Architectural Research Group of Ottawa in 1946 and published by the Ottawa *Evening Citizen*; 16 pages on suggested aims for Ottawa's planning, most of them equally important to any city. (Free)

Your Stake in Community Planning
Published in 1944 by National Committee on Housing of U.S.A. Twenty-eight pages of essentials. (35 cents)

Housing for America
Special issue of "The Nation" for May 15, 1948, articles by Lewis Mumford, Nathan Straus, Catherine Bauer, Robert Lusch, Charles Abrams and other experts—nearly all of them insisting that housing and urban planning are inseparable. (10 cents)

Please send Money Order or Postal Note with each request to: Community Planning Association of Canada, 56 Lyon St., Ottawa.

- Books and Graphic Aids on Planning.....Nos. 3-4, 11, 14 and 18
- Local Citizen Organization for Planning.....Nos. 6, 8, 9, 10 and 16
- (We also publish bulletins in French entitled URBANISME.)

the second annual general meeting



R. E. G. Davis, re-elected President at 2nd Annual General Meeting

was held at Toronto on Thursday October 14. The By-laws of the Association were amended as recommended by the Constitution Committee of the 1947-48 Council (see LAYOUT FOR LIVING No. 17). The By-laws were then adopted as a whole, incorporating these amendments. A new printing of the By-laws will be made after their approval by the Secretary of State.

Following considerable discussion of the raising and allocation of the Association's funds, the following Council and Committees were elected for 1948-49:

- Council:** H. V. Jackson (named by British Columbia Division)
H. E. Beresford (named by Manitoba Division)
P. A. Deacon (named by Ontario Division)
Eugene Chalifour (named by Quebec Division)
R. T. Donald (named by Nova Scotia Division)
(A Representative of the new Prince Edward Island Division)
H. S. M. Carver (Central Mortgage & Housing Corporation)
Mrs. Garnet Coulter (Winnipeg)
Mrs. H. L. Luffman (Toronto)
W. Harold Clark (Toronto)
R. E. G. Davis (Ottawa)
John M. Kitchen (Ottawa)
George S. Mooney (Montreal)
- President:** Richard E. G. Davis (Ottawa)
- Vice-President:** W. Harold Clark (Toronto)
- Others on Executive Committee:**
Eugene Chalifour (Quebec)
P. Alan Deacon (Toronto)
John M. Kitchen (Ottawa)
- Membership Committee:** The Executive Committee
- Nominating Committee:** George S. Mooney (Montreal), Convenor
- Ways and Means Committee:**
H. V. Jackson (Vancouver), Convenor
- Information Committee:** P. A. Deacon (Toronto), Convenor
- Executive Director:** Alan H. Armstrong, Ottawa
- Co-Director:** Jean Cimon, Ottawa

- Secretaries of Divisions:**
BRITISH COLUMBIA
J. W. Gawthrop, Dept. of Trade and Industry, Legislative Buildings, Victoria.
QUEBEC
Roland Drolet, 371 de la Reine, Quebec.
NOVA SCOTIA
Mrs. J. P. Dumaresq, 31½ Lucknow Street, Halifax.
PRINCE EDWARD ISLAND
c/o J. F. Connolly, Dept. of Reconstruction, Charlottetown.
MANITOBA
Mrs. W. J. Shepherd, 605 Time Building, Winnipeg.
ONTARIO
Miss Leslie Florence, 2 Sultan Street, Toronto.

You are invited to take part in the activities of the Community Planning Association of Canada. Membership for individuals is Three Dollars for 12 months; for Sustaining Membership, Twenty-Five Dollars. Your subscription will enable you to share in the undertakings of the local Branch and Provincial Division in your area. The fee will also entitle you to ten issues of

LAYOUT FOR LIVING.

LAYOUT FOR LIVING is published by the Community Planning Association of Canada to promote interest in the planning of our communities. Material herein may be reprinted for similar purposes, if the original source is acknowledged.

The object of the Association is "to foster public understanding of, and participation in, community planning in Canada".

The requirement for Membership is an unselfish interest in the object of the Association.

APPLICATION FOR MEMBERSHIP

(Please type or print in block letters)

.....
First names— (please underline that commonly used) (Last Name)
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Please Accept } ACTIVE MEMBERSHIP (\$3.00)
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for the year beginning on this date, and send me ten issues of LAYOUT FOR LIVING during that period.

DATE:.....19....

SIGNED.....
(If for organization, please say what office you hold)

As of January 1st 1948 all membership fees received from provinces where Divisions are established are put at the disposal of those Divisions.

Please make cheques or money orders payable at par to: COMMUNITY PLANNING ASSOC. OF CANADA, 56 Lyon Street, Ottawa.